



Unique Identification Authority of India (UIDAI)
Planning Commission, Government of India

AADHAAR - **Communicating to a billion**

An Awareness
and Communication Report



Awareness and Communication Strategy Advisory Council (ACSAC)

Unique Identification Authority of India (UIDAI)
Planning Commission, Government of India

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AADHAAR -
Communicating to a billion
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and Communication Report

Awareness and Communication Strategy Advisory Council (ACSAC)



May 17th, 2010

Dear Shri Nandan Nilekani,

The UIDAI constituted the Awareness and Communication Strategy Advisory Council (ACSAC) vide A-11016/15/10-UIDAI dated February 17th, 2010.

We are glad to inform you that we have met the objectives set out in the charter. Our deliverables have been encapsulated in this report: AADHAAR - Communicating to a billion - An Awareness and Communication Report.

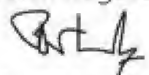
We would like to thank the UIDAI and the Government of India for giving us an opportunity to work as part of this committee.

We would like to particularly bring to your notice and that of the Government of India the support and valuable contribution provided by Shri R S Sharma, DG and Mission Director, UIDAI.

It was a pleasure working with a very competent and cooperative team, enabling us to deliver the tasks set for us.

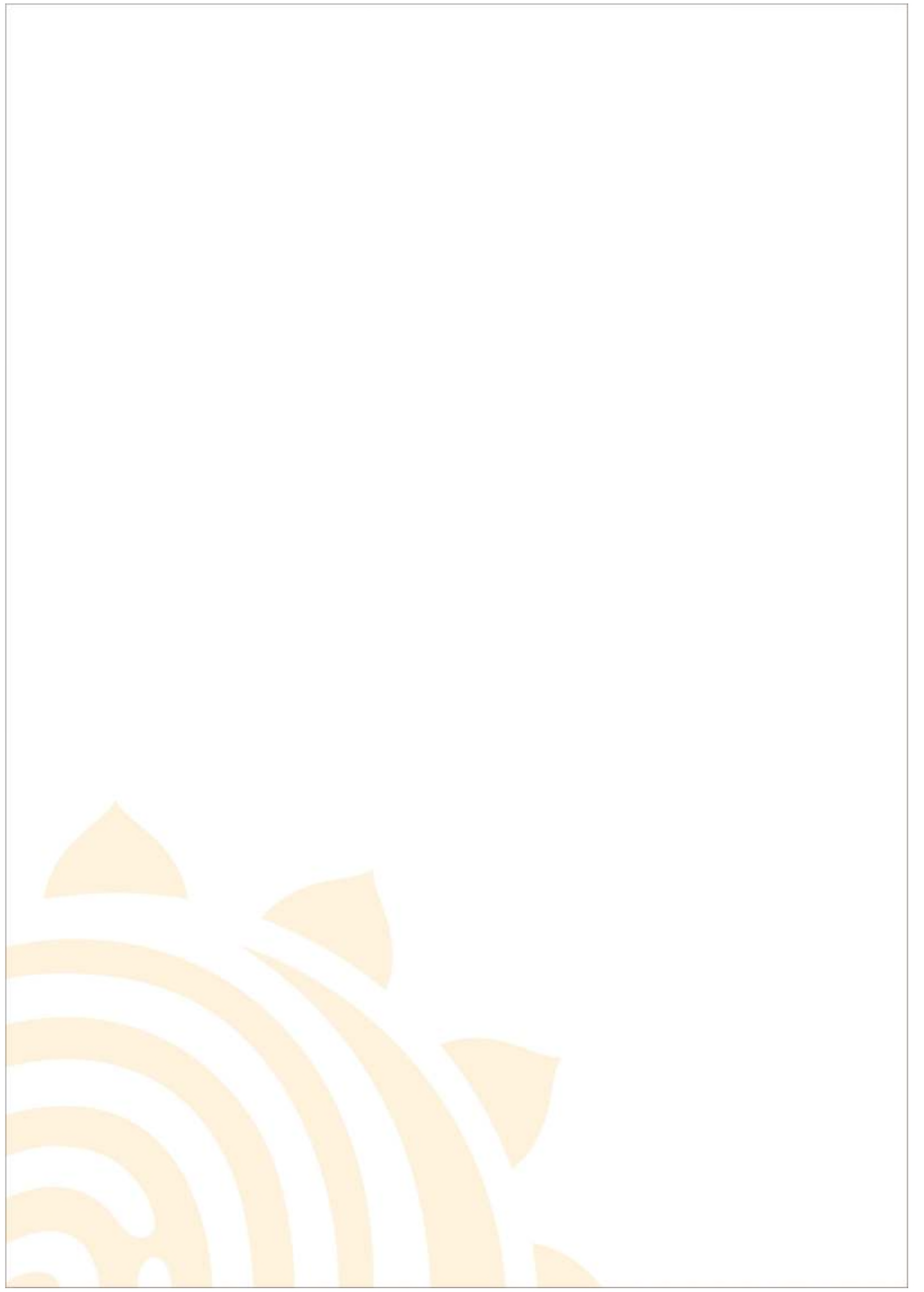
We once again thank UIDAI and the Government of India for giving us an opportunity to serve in the council.

Warm Regards,


(Kiran Khalep)

Chairman ACSAC, on behalf of the ACSAC





About the Awareness and Communication Strategy Advisory Council (ACSAC)

- 1) To recommend awareness and communication strategies for achieving the UIDAI purpose and communication goals most effectively. These strategies will be translated into tactical plans and executions by the implementing agencies.
- 2) To recommend any additional research or studies that need to be undertaken to further understand the mindsets, attitudes, needs, behaviours, habits etc. of the diverse Indian target audience for the UID. This understanding will help to fine-tune the strategies as well as help in on-ground execution.

The members of the Advisory Council are as follows:

- 1) Shri Kiran Khalap, Co-founder and MD, Chlorophyll
- 2) Shri D. K. Bose, Founder Trustee of Center for Advocacy and Research (an NGO working on Media and Gender Issues)
- 3) Shri Praveen Tripathi, President – Marketing and Sales Services, Pidilite Industries
- 4) Shri Santosh Desai, CEO, Future Brands
- 5) Shri Sumeet Vohra, Head – Marketing, P&G India
- 6) Two members nominated by UIDAI
 - a. Shri Awadhesh Kumar Pandey, ADG (UIDAI)
 - b. Shri Sumnesh Joshi, ADG (UIDAI)
- 7) Shri Shankar Maruwada, Head, Demand Generation, Communication and Awareness, UIDAI. Member-Secretary of the Council.

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THE NEED FOR A COMMUNICATION STRATEGY

The Unique Identification Authority of India (UIDAI) was established in 2009 by the Government of India, with the developmental mandate of setting up the infrastructure to provide a universal way of uniquely identifying Indian residents. This is in the form of AADHAAR (See Appendix for details about brand name and logo), a 12-digit unique identification number (UID) that will be provided after getting the demographic and biometric information of an individual.



A project of this scale requires the creation of a well-planned and detailed communication strategy that can help meet the objectives of the programme. Further, certain key choices have been made to create the UIDAI model that further necessitates the creation of a detailed Awareness and Communication Strategy:

- AADHAAR will not be mandatory, and will not be enforced on the residents by the UIDAI. Hence, there is a need to create a product whose benefits are strong enough to create a demand for enrolment
- AADHAAR will be provided to all residents, hence making this a unique product/service that has to be truly used by each of the 1.2 billion+ residents

These choices mean that generating demand for enrolment for AADHAAR, educating residents on its benefits, enrolment and usage and creating a long-term brand are inextricably linked to the overall success of the project.

Further, there have been a number of social welfare programmes that are being run by the Government of India and semi-private/private institutions. However, there are now clear gaps that have led to a distancing that has taken place between what the service providers and delivery systems intend to provide and the people who are to receive these services. This is a programme that will make a difference to other welfare programmes.

This apart, one of the key stated responsibilities of the UIDAI is to evolve a clear strategy for awareness and communication of AADHAAR and its usage.

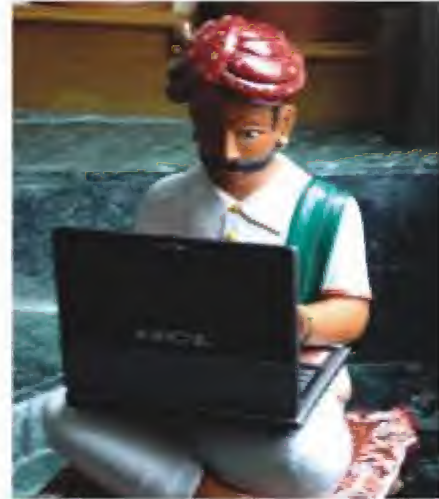


COMPONENTS OF THE COMMUNICATION STRATEGY

A communication strategy should not just be able to provide guidelines on how the communication should reach the end target segments, but also be able to lay out the current understanding of the product/service and the consumer. This is important since the choices made currently are based on this understanding and any new set of choices will require reviewing the current understanding.

The communication strategy detailed here contains:

- Understanding of the product/service – AADHAAR, through the mandate that drives UIDAI and the proposed features
- Identifying the **stakeholders** of the project
- Defining clear **objectives** based on the mandate provided
- Defining the multiple **segments of individuals** and understanding their needs and attitudes with respect to identity
- Creating a **brand value proposition** based on product features, stakeholders and the needs and attitudes of the target segments
- Identifying the communication **channels** that can be used to reach the identified segments
- Defining the **messages** that need to reach the audience based on key insights of the target
- Identifying **challenges** with regards to communication
- **Metrics** to measure the performance of the communication strategy
- Setting up a **feedback and learning mechanism** to ensure the communication plan is continuously updated and course correction mechanisms brought in when required
- **Partners and resources** to ensure that the communication reaches the audience and is understood



UNDERSTANDING AADHAAR

Understanding the features of the product/service that is AADHAAR requires us to separate what it inherently is from the services that it will enable. These are reflected in the basic mandate and the developmental mandate that AADHAAR is charged with thus leading us to some of the key end benefits.

The Basic AADHAAR Mandate

Much of the poor and underserved population lack identification documents and AADHAAR may be the first form of identification they would have access to. UIDAI has been set up with the following mandate in terms of basic product and service features:

- To provide a unique number to all residents of India. Each resident will be **entitled** to an AADHAAR
- Collect basic demographic and biometric information of each individual
- Ensure non-duplication through biometrics
- Offer centralized technology infrastructure providing online authentication services that can be used across India. The '**anytime, anywhere, anyhow**' authentication ability will provide the user **universality** of usage across service providers, across the country

The following table further details the basic product/service features of AADHAAR and clarifies some misconception about the programme.



UNDERSTANDING AADHAAR

WHAT AADHAAR IS	WHAT AADHAAR ISN'T
✓ A number (12 digits)	✗ Another card
✓ For every individual, including infants	✗ One per family
✓ Enables identification, and is for every resident	✗ Establishes citizenship and is only for Indians
✓ Will collect demographic and biometric information to establish uniqueness of individual	✗ Will collect profiling information such as caste, religion, language
✓ Voluntary	✗ Mandatory
✓ For every resident, irrespective of existing documentation	✗ Only for individuals who possess identification documents
✓ Each individual will be given a single unique ID number	✗ Individuals can obtain multiple AADHAARs
✓ UIDAI will enable a universal identity infrastructure that any ID based application like ration card, passport etc. can use	✗ AADHAARs will replace all other IDs
✓ UIDAI will give a "Yes" or "No" response for any identification authentication queries	✗ UIDAI information will be accessible to public and private agencies

The Developmental Mandate of AADHAAR

The number will consequently form the **basic, universal identity infrastructure** over which registrars and agencies across the country can build their identity-based applications. These features in turn are expected to serve a developmental mandate to potentially achieve multiple transformational benefits of development and equitable growth, through:

- Residents would be spared the trouble of repeatedly proving identity anywhere in India through documents each time they wish to access services such as obtaining a bank account, passport, or driving license
- This proper identification can lead to better targeting of the developmental schemes provided by the government and the private sector
- Increased reach and efficiency in delivering many goods and services like PDS, banking and financial services, telecom, health, education etc.
- Once residents enroll for AADHAAR, service providers may no longer face the problem of performing repeated Know Your Customer (KYC) checks before providing services



UNDERSTANDING AADHAAR

AADHAAR Benefits

Finally, this is expected to benefit the residents in multiple ways, the most important ones being:

- Individuals without any form of identification now have an acknowledgement of existence from the Government
- This acknowledgement through AADHAAR will **empower poor and underprivileged residents** by providing them access to government programmes and the formal banking system
- AADHAAR will ensure **increased trust** between public and private agencies, and residents
- AADHAAR will give migrants **mobility of identity** across the country, which is a challenge even to residents who already have some form of identification

Implementing AADHAAR

- The UIDAI will build partnerships with various 'registrars' across the country to enroll residents for the number. Such registrars may include State Governments, state or central PSUs, banks, etc. These registrars may in turn, partner with enrolling agencies to enroll residents into AADHAAR
- AADHAAR will also ensure proper verification prior to enrolment, while ensuring inclusion. The UIDAI plans to enroll residents into its database with proper verification of their demographic and biometric information. This will ensure that the data collected is clean from the start of the programme. (See http://uidai.gov.in/documents/UID_DDSVP_Committee_Report_v1.0.pdf)
- **Introducer System:** The UIDAI will have a system of Introducers to ensure inclusion of those without any identification or residence proof. These Introducers will be recognized by the UIDAI and will make the AADHAAR programme truly inclusive:
 - ✦ The Introducers will be required to enroll themselves first and obtain AADHAARs after de-duplication
 - ✦ If an applicant is unable to produce documentary evidence, an Introducer who knows the applicant will attest to his personal particulars. The Introducer's AADHAAR and biometrics will be obtained by the enroller by way of attestation
 - ✦ The applicant will be eligible for AADHAAR only if the Introducer details are authentic and the applicant's biometrics pass the test of de-duplication



OBJECTIVES OF AWARENESS & COMMUNICATION STRATEGY

The broad objectives of the Awareness and Communication Strategy for UIDAI are:

1. **Complete coverage:** Ensure communication reaches each resident of India
2. **Understanding AADHAAR:** Ensure all residents understand what AADHAAR is, what benefits it can provide to people and how it will be used going ahead
3. **Understanding the AADHAAR process:** Ensure residents understand the AADHAAR enrolment process, how and when can they get their AADHAAR and are familiar with the grievance handling mechanism
4. **Uniform understanding:** Ensure the above understanding is uniform and consistent across residents
5. **Mobilizing people for enrolment:** Prepare the mind and the environment of the consumer to overcome mental barriers for enrolment and mobilize people to participate
6. **Enroll and mobilize Introducers:** Introducers are integral enablers of inclusion, and they would need to be accordingly made aware and enrolled in the process
7. **Sustain demand:** Reassure residents in the first few experiences on usage of AADHAAR and amplify positive experiences to further create and sustain demand on an ongoing basis



WHO - THE TARGET AUDIENCE

Any communication strategy will need to address all the stakeholders of the product/service. The target audience in the case of AADHAAR is not just the end consumer, but many other groups that are involved in the messages that are sent/ received. It is thus necessary to create communication not just for the focus segments within the end consumers, but for each of the stakeholder groups.



Introducers

Introducers will also be strong influencers in the enrolment process. These are people whom residents will know well, and hence will trust. It is important to pick the right set of introducers and get a positive buy-in from them.

Introducers can be broken down into 4 broad types as follows:

- **Functionaries of Central/State Governments**
 - + MPs, MLAs, District Collectors and other officers chosen by her/him from the Collectorate's amalgamated establishment
- **Local Government Agencies**
 - + Zilla Parishad representatives of the Gram Panchayat (GP) electees and officials
- **Quasi-Government**
 - + Reputed NGO representatives, who are notified by the UIDAI on the recommendation of the registrars
- **Registrars and Enrolment Agencies**
 - + These are the registrars, and their appointed private agencies, which would carry out the actual enrolment

The motivations for enrolment for each of these can be considered a combination of the below:

- **Prestige:** For many, being associated with a project of this scale could be a matter of prestige. They could foresee the potential that this holds for easing the life of



WHO - THE TARGET AUDIENCE

people and providing an impetus to the development of their village/community.

Thus, they may want to be associated with this so that they can contribute, or at least be perceived as having contributed, towards getting AADHAAR to their village.

- **Development:** Some of the introducers, particularly NGOs and self-help groups would perceive AADHAAR as furthering their cause of development and hence may actively participate in enrolment and mobilization.

Additionally, if the key introducers and village functionaries feel that this could catalyze development in the village in the long run, they would want to associate themselves with AADHAAR.

Registrars and Enrolment Agencies – The Face of AADHAAR

Registrars and Enrolment Agencies are key partners who are responsible for the actual on-the-ground mobilization of all residents. They are uniquely placed in terms of their ability to physically interact with the end consumer. Therefore, they are the “face of AADHAAR” to the consumers, and hence essential partners in the communication process. While the Enrolment Agency will be empanelled by the registrar, the communication to it would be educational and execution oriented.

The registrar communication on the other hand would happen at two levels – firstly, convincing them to come on-board for the AADHAAR project and secondly, to communicate registrar specific benefits. The first level would involve UIDAI understanding how AADHAAR can benefit the registrar and its consumers and accordingly base the communication to the registrar. The second level would involve partnership post on-boarding of the registrar, when benefits are identified for the registrar’s end consumers and communication is designed accordingly. These benefits will thus be very regional/need specific. However, the communication will need to be kept in line with the overall brand equity of AADHAAR at all times.



WHO - THE TARGET AUDIENCE

Ecosystem

Post-enrolment, residents will begin to use their AADHAAR with multiple agencies. It is this ecosystem that will finally deliver the multiple AADHAAR-enabled benefits. Through their interaction with the end residents, they will provide a communication platform that goes beyond just the initial enrolment phase.

This ecosystem consists of the Central and State Government, public and private sector agencies. Each of these agencies will have their own development and/ or profit objectives. This understanding is important since these can then be translated to plans that create win-win coalitions with them and their end consumers.

The AADHAAR infrastructure will enable many Government departments to better meet their development objectives. For example, it can help the schemes focused on conditional cash transfers and subsidies to ensure that these reach the intended beneficiaries. This could benefit various rural employment, health, education, pension, housing schemes etc. and in domestic remittances.

Similarly, discussions are currently underway with multiple stakeholders to build a micropayments based approach to financial inclusion. The micropayments solution could create a powerful coalition for financial inclusion with benefits to all participating members.

Beneficiary - Residents

The resident is the most important stakeholder for UIDAI. Not every resident will be impacted the same way by having an AADHAAR. The challenge, therefore, is to identify groups which will benefit the most so that they get enrolled on a priority basis to create a cascade of converts. The focus is on segments like the poor in rural and urban India who do not have access to many opportunities that could improve their quality of life, which their affluent counterparts enjoy.

Along with the individual residents, there are a number of stakeholders, who will be instrumental in making AADHAAR enrolment and usage a success.

The target audience among the residents for the communication strategy of AADHAAR is:



WHO - THE TARGET AUDIENCE

- Enrolment will be universal and hence the target segment is each and every **resident** of India
- UIDAI has a pro-poor approach. Hence, special focus needs to be put to **rural areas and urban poor**, and the **marginalized** who miss out on welfare schemes meant for them

The communication should also aim to reach residents in 'media dark' areas where TV, print media, radio, cinema etc. do not reach. It should be accessed and understood by illiterate residents as well.

However, keeping in mind the huge diversity of population that exists in India, it is important to further break these segments down. While there are multiple factors that influence needs and attitudes, and consequently the channels to reach the target audience, we will here focus on specific segments that are necessary to meet the mandate of inclusiveness.

While similar segments may exist in the urban and rural contexts, there is marked difference in their individual needs and hence they need to be differentiated in terms of the communication strategy.



WHO - THE TARGET AUDIENCE

The Focus Residents Segments

While AADHAAR is for all residents of India, it is essential that for creating a demand generation programme we identify the most deserving groups. The most adversely affected are those who are either excluded by the system itself or are faced with number of barriers in accessing various welfare opportunities, most important being not having an identification acceptable to the authorities.



In this regard, the following segments within the population represent focus segments that AADHAAR will need to especially focus on. Given the diversity, these segments have been created knowing that there would be certain overlaps between them, with the primary purpose here being to ensure that they are identified separately:

- Below Poverty Line (BPL) families
- Marginalized and the deprived
- Landless laborers
- Daily wage earners
- Minorities (by caste, religion, region etc.)
- Migrants
- Women
- Children, especially those in the 6–14 age group

Support Groups

With the complexity and scale involved in reaching out to each and every resident of the country, it will be necessary to employ communication channels that go beyond the traditional mix. In this regard, the focus segments specifically would be even more



WHO - THE TARGET AUDIENCE

difficult to reach, and often are found in media dark areas. Thus, to reach these segments one needs to know what they do, and who they interact with.

It has been observed that there are multiple support groups like NGOs and Self-Help Groups, who deal with many of the target audiences regularly. They, thus become important stakeholders, who AADHAAR would need to communicate with. These groups also tend to be strong influencers among the communities they interact with and would have a common interest in ensuring development programmes are implemented.

The communication to them could thus centre on educating them on why AADHAAR could be transformational for the communities they serve and inspire them to contribute to the AADHAAR programme.



The Need for Branding

To connect the product/service that is AADHAAR with end consumers, it is imperative that we deliver an idea that is powerful, simple and motivating. The communication strategy and plan that is initiated will need to be sustained across time, geographies, demographics, cultures and segments. The creation of a brand helps create this **One Story and One Backdrop**, against which the whole communication can be anchored.

The act of branding not only popularizes the initiative but also makes the programme more desirable and consumable. By branding the programme we are in effect placing the consumer at the heart of our efforts and acknowledging that everything we do is eventually for their benefit.

It is essential to build a brand that has an emotional connect with the consumers, creates an implicit storyline and taps into their core motivations.

At a fundamental level, the brand, therefore, needs to strike a balance between being too eager to invite consumers and coming across as just another government programme. However, it needs to derive legitimacy from the backing of the state, especially during the early stages.

AADHAAR needs to be positioned as a facility that enables access to several benefits, rather than as a mandated submission to the state. The opportunity to avail of this facility needs to be promoted, not as a duty but as a chance to ensure better access to many services. The launch package needs to communicate this sense of an 'opportunity not to be missed' rather than a 'duty one must perform.'

The Challenges

The key challenge in branding is to convert a vast and complex programme built around an intricate network of technology, private sector registrars, public administration, local trade and the Central and State Governments into a graspable, motivating idea that generates demand. The task is one of not just education, but also of motivation.



BRANDING AADHAAR

While the brand narrative needs to be simple and rooted in the lives of the people, it also needs to acknowledge the implicit barriers and obstacles it needs to either sidestep or overcome. There would likely include a level of mistrust and inertia, given the track record of government programmes across time. The idea of giving out information and affixing one's thumbprint to a document without fully understanding its implications, compounded with the fact that too many non-state players are visibly involved could pose a barrier to enrolment as well. The fear of individuals being in the government's radar and the ability of various groups to play on this fear is another likely challenge.

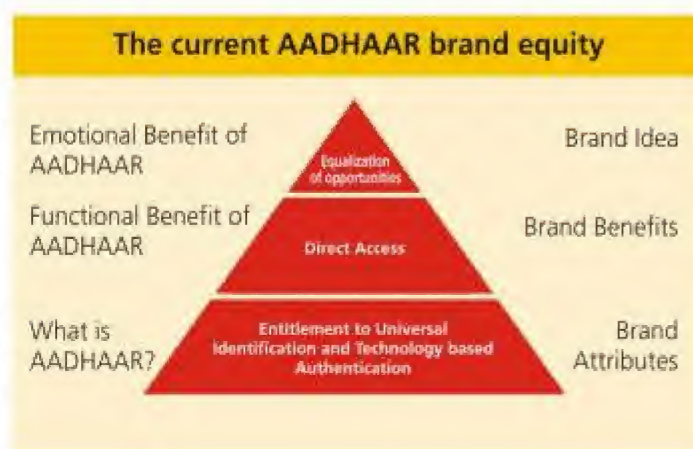
AADHAAR Brand Equity Pyramid

The value proposition communicated strongly influences the perception of AADHAAR as a brand. Fundamentally, by definition, a brand is an idea; it is must be seen as distinct from a product, a service (in this case a unique ID) or an organization.

The brand needs to be built on a motivation that is a universal, human need and one that carries particular resonance with our identified communication target segments. AADHAAR must be clearly defined as a brand that furthers this larger motivation rather than being an end by itself. In this case, a clear definition is especially critical, since multiple execution agencies will be communicating multiple features of this service to multiple target audiences. All the 'stories' must be bound by a single common thread.

The current Brand Construct is an attempt to define that thread. Imagine the Brand Construct like a pyramid, with the building blocks at each level being the equity attributes – the benefits promised by the brand, not just its features. At each level we see that the brand fulfils unmet or partially met needs of various segments, and most notably, the poor of India.

The attempt is to create a simple, uncomplicated Construct that is not open to multiple interpretations.



BRANDING AADHAAR

1. Level One (the base) is represented by **two brand attributes:**

a. Entitlement to a universal identification across India

We do not refer here to identification in a social or philosophical sense but in a functional sense. While ration cards, passports, electricity bills are examples of identification documents, AADHAAR represents two unique features – universality and every resident's entitlement to it. The universality is ensured because AADHAAR will be recognized and accepted across country and across all service providers over time.

b. Convenient authentication through technology

This brand attribute completes the loop of functionality and makes AADHAAR a potent technology based 'key'. Technology will allow UIDAI to offer 'anytime, anywhere, anyhow' infrastructure. Aided by the rapid increase in cell phone penetration, technology is being increasingly perceived in India as a tool of empowerment. Technology disintermediates and equalizes access. An ATM does not differentiate between someone withdrawing INR 250 and another withdrawing INR 25,000.

2. Level Two is represented by **a brand benefit:**

Direct Access

Here direct refers to the absence of middlemen/middle agencies and access refers to multiple benefits relevant to multiple target segments. For instance, access to free pre-natal check-ups for pregnant women, access to MNREGA funds to beneficiaries, access to schooling for the children of migrant labourers. The key benefit here is **access**.

AADHAAR can be considered soft infrastructure like telecom and banking that empowers the individual. Such soft infrastructure enables the country to move from being a limited access economy where access to resources and economic power is controlled by a small group of elites to an open access model, where resources and skills are widely attainable.



BRANDING AADHAAR

3. Level Three is represented by the **brand core**, the idea that all segments can connect to:

Equalization of Opportunity

AADHAAR creates a level playing field of opportunity irrespective of state, language, caste, creed, gender, age, geography, experience and social hierarchy. Till now, each of these has provided an axis for division, manipulation or exclusion – the denial of both what is due or what is right. Here 'equalization of opportunity' is a carefully chosen phrase: to avoid projecting AADHAAR as a magic wand of transformation. What AADHAAR does is, it reduces the barriers to opportunities equally for all; what each individual achieves after these barriers are removed will vary from individual to individual.

AADHAAR is the bridge that directly provides access to opportunities. It can be thought of as a gateway, the door that opens other doors of opportunity. It is like a personalized access key provided to the resident. One MNREGA labourer may use the money he gets on time to create savings to educate his children; the other might not be able to create savings. Hence the idea of providing equalization of opportunity could be the core idea driving brand AADHAAR.

This brand equity pyramid construct has to be subjected to rigorous qualitative and quantitative research to validate the same and ascertain what is most important and meaningful to the target audience. Once finalized, the equity blocks have to be creatively converted into words and phrases that resonate with the target audience.

Brand Personality

Brand Personality is another important part of a brand's identity. It is the distinctive, long-term personality that brings alive the brand's equity and which is experienced by



BRANDING AADHAAR

the audience in every holistic brand experience. AADHAAR's brand personality has to be created to be synergistic with the brand pyramid. Some examples are given below:

- A good friend, who has been with you since a very early age
- Is someone the whole family knows and likes
- Is someone with a great strength and integrity in character
- Is someone on whom an individual relies on always
- Is someone who is comfortable with technology, yet is not geeky



AADHAAR COMMUNICATION PROCESS

Based on the AADHAAR generation and usage process, the AADHAAR awareness and communication efforts can be broken down into the following stages:



Breaking down the process into 6 broad efforts is necessary since each of these stages have a different set of objectives, target segments, timings, channels, execution partners and messages.

Given the nature of the enrolment, the communication effort will be a mix of mass campaigns covering the whole state, and localized awareness efforts aimed at particular areas within the states/districts. This will ensure both awareness and engagement.

The objectives, segments and timings for each of the process are mentioned below. The channels, partners and messages will be covered in detail in the subsequent sections.

1. Mass Awareness

This will be the first communication effort targeted at all the residents at the state level.

The key objectives of communication at this stage are:

- To rapidly create awareness about AADHAAR
- To highlight the immediate benefits that a resident would stand to gain

The activity could start approximately 30 days (T-30) before the actual enrolment begins, though the dates may vary depending on the district level coverage plan.

2.1 Introducers & Registrars – Enrolment

This is an exercise specifically for the appointed **Introducers** (as described in the



AADHAAR COMMUNICATION PROCESS

AADHAAR implementation section). The communication process will mirror the larger communication effort on a much smaller scale.

The objectives at this stage are:

- Identifying all key Introducers within the region
- Reaching out to them and making them aware of AADHAAR and their role
- Making them understand its benefits and the process to get themselves enrolled

The activity could start approximately 30-45 days (T-30) before the actual enrolment begins. However, the actual dates may vary depending on the district level coverage plan and the time it takes to get them an AADHAAR before actual enrolment.

2.2 Introducers & Registrars – Education

This is an exercise for the Enrollers (from the enrolment agency), State Government Officials, Introducers and other Key Influencers (Teachers, Doctors, Self Help Groups etc.). The communication target groups here are people who will be the face of AADHAAR for the individual residents and also aid the process.

The key objectives of this phase of communication are:

- Thorough education on the benefits
- Process and requirements for getting an AADHAAR
- Training them on what they should talk about with respect to AADHAAR

The activity could start approximately 30 days (T-30) before the actual enrolment begins. However, the actual dates may vary depending on the district level coverage plan and time it takes to get them an AADHAAR before actual enrolment.

3.1 Pre-Enrolment Awareness

Pre-Enrolment and Enrolment Awareness will be the most impactful exercises for communication since the message will have the strongest impact on target audiences at this moment. The communication will also compel them to come to the enrolment station.

This exercise will be targeted at all the residents of the specific village/ area where the enrolment is to happen. Mobilizing people and motivating introducers/ influencers will be important for successful enrolment.



AADHAAR COMMUNICATION PROCESS

The objectives are as follows:

- Re-iterate the AADHAAR messages
- Generate ground-level awareness among residents on the timing of the exercise to ensure maximum coverage
- Ensure residents understand the requirements to get an AADHAAR to minimize confusion on enrolment day

The activity could start approximately 7 days (T-7) before the actual enrolment begins.

3.2 Enrolment Awareness On the day of the enrolment (T=0), the communication activities will be solely focused on the residents at and around the enrolment stations.

The objectives here will be:

- Driving traffic for enrolment on the day through the introducers and influencers
- Making the resident understand the exact process of enrolment (e.g.: How to fill up the form, biometric processes etc.)
- Letting them know what the next steps/grievance handling procedures are once they exit the enrolment station

4. Authentication

This is the post-enrolment stage when the consumers actually begin to use AADHAAR and experience all the benefits that result from it. This will result in greater acceptance of AADHAAR and also help generate excitement among the un-enrolled to get their AADHAAR.

The key objectives here are to ensure the consumers understands how to use AADHAAR for authentication and that they have a positive experience of the same.

Need to Win at the Three 'Moments of Truth'

These communication stages also represent the multiple 'Moments of Truth'. These are all the points where the consumer interacts with the brand. It is these Moments of Truth that help in the brand building process.



AADHAAR COMMUNICATION PROCESS

1. Awareness and Education

The first moment of truth (F-MOT) is when the resident first hears about the AADHAAR programme in detail. All initiatives around awareness creation and education before enrolment need to focus on winning at the F-MOT.

2. Enrolment

Once the resident is aware and convinced to seek AADHAAR, she goes through the process of enrolment. This starts with seeking information on where and how to enrol, proceeds to the actual experience at the enrolment station and ends with the resident obtaining AADHAAR. This is the second MOT (S-MOT) that all UIDAI enrolment efforts and communication have to focus on.

3. AADHAAR usage

Delivering great consumer experiences at the F-MOT and S-MOT are necessary but not sufficient. Once enrolled, how AADHAAR helps the resident during day-to-day interactions with service providers is the third MOT (T-MOT). Winning at the T-MOT will create the sufficiency condition to create the desired long-term equity of brand AADHAAR. All UIDAI efforts to create the ecosystem that adopts AADHAAR will be focused on winning at the T-MOT.

All UIDAI initiatives across technology, registrar partnerships, ecosystem creation, marketing etc. should focus on creating and strengthening the bond with the resident at these three MOTs.



HOW - COMMUNICATION CHANNELS THAT CAN BE USED

The communication channels can be broken down into the forms that they interact with the consumer. With the multitude of media available in the rural market and the absence of any single dominant medium, it will be strategically appropriate to use a judicious mix and achieve the desired impact.



Given the comprehensiveness that needs to be achieved with the communication, and the complexity of messaging required, the emphasis will have to be to maximize opportunities in using interactive and participative channels. Various static forms of communication will ensure maximization of recall value.

The mix of mass media and other forms detailed above must be complemented by continuous inter personal communication application to take us to the behavioural change that we desire.

The communication plan needs to place special focus on a few additional things keeping in mind the scope of this programme:

- The traditional mix of media will not be sufficient to reach the entire target audience. The communication will thus need to strongly ride on the UIDAI enrolment infrastructure to be able to reach the masses, since the enrolment will itself be pushed to reach all residents. This implies working closely with the Registrars and Enrolment Agencies
- Given the complexity of messaging, target audience and the processes involved, interpersonal communication will need to be strongly developed
- Innovation in on-the-ground communication will be a strong need. The regular modes of communication will not be sufficient, and the council recommends a dedicated effort to come up with innovative ideas to break through the reach barrier especially in media-dark areas
- Keeping in view the fact that this is a Government of India programme, the council recommends a planned usage of resources of the government (Ministry of



HOW - COMMUNICATION CHANNELS THAT CAN BE USED

Information & Broadcasting etc.) along with using the social cause nature of the programme to garner visibility

Hence, media planning and execution is recommended at the following levels to ensure sufficient focus as success at each of these levels is critical to ensure communication objectives are met at each phase.

- **Broadcast:** Traditional and new mass media
- **Information:** Information sources within and beyond the broadcast medium
- **Outdoors:** Local activities at all outdoor touch points
- **Entertainment:** Films, theatre, songs and other relevant entertainment avenues
- **Inter-personal:** 1:1 or 1:Group interaction
- **UIDAI Support infrastructure:** Registrar and Enrolment Agency infrastructure

The avenues mentioned are detailed below:

Broadcast

- TV
 - ✦ Doordarshan, Private National Channels, Regional Channels, Cable operators
- Radio
 - ✦ AIR Network, consisting of National and Regional channels, Local radio, Vividh Bharathi, FM stereo stations, Community Radio Channels
 - ✦ Private FM channels
- Print
 - ✦ Newspapers (National, Regional)
- Digital
 - ✦ Telecom – IVRS, SMS
 - ✦ Internet – UIDAI Website, Registrar Websites, Digital Real Estate

The council recommends the following points to be considered while using the broadcasting media:

- Since enrolment will be state-specific, regional TV, radio and print will be key components of the programming mix



HOW - COMMUNICATION CHANNELS THAT CAN BE USED

- The pilot phase of the AADHAAR project will be targeted at a few states initially, followed by a national launch
- Hence, the mix of national media as a mass awareness tool complemented by the regional media, which can be used for the enrolment and mobilization push should be considered
- Doordarshan's region specific channels and particularly social welfare programming should be a critical component of the media plan
- AADHAAR is a project of national importance with tremendous social and economic transformational potential and hence a dedicated effort through multiple agencies must be made to secure special tie-ups and airtime rates
- National cable operators and Direct-to-Home broadcasters could be spoken to directly or through the Ministry of Information & Broadcasting for providing suitable content within their scrolls and interactive programming
- Innovations will be critical to ensure the reach and effectiveness of the message is strong. These could range, for example, from special programming content to placement within existing soaps/reality shows



Information

- News
 - ✦ Across all media channels
- Publications
 - ✦ Mass and specialized publications like employment, agriculture
- Public Relations
 - ✦ Spanning across all traditional and new mass media



HOW - COMMUNICATION CHANNELS THAT CAN BE USED

The council recommends the following points to be considered while using information media:

- Setting up a dedicated PR cell which will ensure that consistent information is relayed to relevant sources. This will be a small budget but high leverage communication tool
- Special content needs to be generated for the information media, including news feeds, documentaries, infomercials, inserts, debates etc. The PR firm will need to anchor this steady stream of communication through this channel
- Key opinion makers nationally and at the regional level will need to be reached out to through this media. They can publish their views in the form of editorials to create positive news-flows
- There are many publications related to welfare programmes, from employment to agriculture related that are read by unemployed youth and specific sections of the society

Outdoor

- **Static Media:** Handouts, wall paintings, banners, hoardings
- **Inter-Personal Media:** Stalls, infomercials, songs & dramas

The council suggests the following as some of the touch points for the outdoor communications:

- For communication purposes, touch points could be divided into interaction points with the government and those that are non-governmental. This demarcation helps us create communication material and messages that can be handled in clearly different ways, as also provide us with multiple levels of control over the media.
- **Government based Interaction points:**
 - ✦ **Administrative establishments:** Block offices, subdivision offices, registry offices, IRDP , anganwadis, balwadis, adult education centres, Panchayats (2 lakh+ GPs) etc.
 - ✦ **Health and Medicine:** Sub-health centres, Outreach, PHCs, RMPs, Dispensaries, OPDs, CMCs



HOW - COMMUNICATION CHANNELS THAT CAN BE USED

- ✦ **Educational Institutions:** Colleges, schools, training centres, Khabar ghars, Silai ghars, Madarsas etc.
- ✦ **Other specially created congregation points:** These are once in a while activities such as sports competition, fairs, entertainment activities etc.
- **Non-Government Interaction points:**
 - ✦ **Business centres:** Haats (41,000+ all across India), mandis (7,100+), melas (100+ major ones), cooperative banks, post offices, milk collection points, selling points of agricultural equipments, STD booths
 - ✦ **Transportation points:** Railway stations (7,000+ stations), bus stations, rickshaw stands, auto rickshaw stands, commercial vehicle stands, two wheelers and bicycle stands, bridges, bus stops, ADVs, jugaar stands
 - ✦ **Retail points (1.5 crore+):** Paan shops, tea stalls, kirana shops, medicine shops and clinics, tailors, barbers, cycle repair shops, chakkis, other road side shops, music shops, mechanics, electricians, halwais
 - ✦ **Water sources:** Wells, ponds, rivers, ghaats, irrigation points, hand pumps, pumps

Entertainment

The entertainment medium is a very effective medium, especially in the Indian rural context. They have a high degree of involvement and typically have a high recall if promoted well. These would include:

- Cinema, Dance, Arts, Theatre, Music
- Sports
- Endorsements

The council recommends the following points to be considered while using entertainment channels:

- AADHAAR communication should leverage this medium in a strong way, through presence, partnerships and celebrity endorsements
- The influence of cinema is particularly strong in southern parts of the country
- Innovative properties linking cricket and other sports and sporting events should be created to ensure mass reach of the message



HOW - COMMUNICATION CHANNELS THAT CAN BE USED

- ✦ Use of regional sport icons and teams can be particularly effective
- Celebrity endorsements, especially for social causes, can be a powerful medium to exhort people to get their AADHAAR. This could be at multiple stages

Inter-personal

Interpersonal communication will be a key component of the communication strategy. It will need to be leveraged at a scale that has not been seen before, but the importance of the same cannot be over-stated given the fact that this is one of the most effective modes of communication.

The multiple and complicated set of messages that need to be conveyed, and the need to reassure against the many misconceptions that are bound to creep in a technologically intensive effort like this, warrants the need to go beyond the traditional set of static communication.

It would be a near impossible task to use a conventional linear approach to educate 1.2 billion Indian residents on the benefits and usage of a new product/service like AADHAAR. A better strategy would be to create expanding circles of convincing influential individuals and leveraging their conviction to convince



HOW - COMMUNICATION CHANNELS THAT CAN BE USED

organisations/communities they influence. These organizations would be leveraged to convince a larger set of influential individuals, who would then influence more organisations and so on till we cover the entire country through an 'exponential effect'.

There are multiple ways and sources through which this communication activity can be done. It is essential here to identify who will be the ideal sources for this communication, since they should be able to connect with the audience and also have their confidence. Some possible alternatives are recommended below:

- Introducers-Influencers programme
- Alliances
- Civil Society Outreach
- Interactive Communication
- Volunteer Network

Influencer/Introducer Communication

Post the registrar/introducer education phase, there will be a whole team of influencers who could potentially make people understand the need for AADHAAR, and mobilize them during the time of enrolment.

- The influencers will have to be reached in a cascading chain starting from national to state to district to village level
- The influencers could be officials at different levels – DMs (600+ districts), Block officers (7,000) and Gram Panchayats (2 lakh+)
- Other key influencers could be leader farmers (5 lakh+), influential retailers (30 lakh out of a total 1.5 crore), local media, mobilizers/volunteers (1 lakh+), SHGs (30 lakh covering 50 crore HHs), ASHA workers/ANM/Anganwadi workers (15 lakh+), rural post offices (1.3 lakh+), rural cooperative societies (7,000+)

Alliance programmes

There are a number of private and public sector organizations that reach out and work with rural and urban marginalized groups. These groups would have specific pockets of strong reach, and there is an opportunity to identify these to help reach the wider audience. If these organizations also incorporate AADHAAR in their usage, this could have an additional impact of expanding the AADHAAR ecosystem, thus providing



HOW - COMMUNICATION CHANNELS THAT CAN BE USED

more incentive for consumers to get their AADHAARs.

A complete list of potential alliance partners should be drawn up for each state, prioritized and consulted. This activity will need to be done well in advance to ensure that partnerships are in place, and the partner teams are clearly educated on their role.

Some examples of these alliances that could be:

- Members of the dairy cooperatives
- Distributors and retailers of FMCG firms
- Distance education firms
- Farmer network (e.g. IFFCO)
- Railway and PSU employees



A special mention can be made of the Directorate of Field Publicity, within the Ministry of Information & Broadcasting, which has a mandate that can further the cause of AADHAAR.

Civil Society Outreach programme

CSOs (NGOs, Self-Help Groups etc.) is a very important group that directly interacts with many of the focus segments that AADHAAR intends to include. Partnering with them could bring a number of advantages to AADHAAR enrolment as a whole and to the communication efforts in particular. They also are often the ones who are typically most educated in the community and thus can assimilate information about AADHAAR and further educate the focus segments. Since they work directly with local communities on the ground, their understanding of the local nuances is very strong and can be utilized to create communication that can have a stronger connect.



HOW - COMMUNICATION CHANNELS THAT CAN BE USED

The council recommends having a dedicated outreach programme to identify relevant organisations that can contribute positively to the AADHAAR programme.

Volunteer Network

A lot of people, especially youth, young adults and retired people, have expressed their willingness to help UIDAI in its mission. Their enthusiasm and willingness needs to be acknowledged by creating a volunteer network of lakhs that covers every part of India. These volunteers will be educated on the UIDAI programme to spread awareness in their community, provide the Authority inputs from ground zero as well as provide feedback during enrolment and post-enrolment use of AADHAAR.

Interactive Communication

Apart from these inter-personal communication activities, there could be another set of communication activities revolving around consumer interaction with UIDAI, albeit in a remote fashion.



- **Telecom:** Telecom is one technology that has rapidly penetrated the country across regions and sections of the society. The rapid proliferation has also been accompanied by a visible impact on the lifestyle of the consumer. With its wide coverage, telecom is also expected to play an important part in the end usage of AADHAR including status updates and authentication. Telecom should thus be focused on as a key part of the overall communication plan in the longer run, which includes status updates and authentication

- ✦ Mobile marketing e.g. SMSs, RBTs (Ring Back Tones), has now become an important tool for creating contextual awareness and a two way dialogue with the customer



HOW - COMMUNICATION CHANNELS THAT CAN BE USED

- ✦ It can serve to provide enrolment information and also status updates on the processing of their AADHAAR

➤ Internet

- ✦ A highly interactive UIDAI website will be an important component of the interactive marketing plan. The website should provide information about UIDAI and about AADHAAR and should serve as a nodal point for all UIDAI enrolment information. It should also allow residents to fill up the forms beforehand. The website can also aid in viral marketing within influencers through the use of social media channels like Twitter, Facebook, LinkedIn, etc.
- ✦ The registrar and enrolment agency websites should also be brought into the communication team purview to ensure consistency of messaging
- ✦ Partner agencies, ranging from the alliances to volunteer groups should also be encouraged and linked to the UIDAI website

➤ IVRS

IVRS based customer response should be used in multiple ways:

- ✦ Could serve as the grievance redressal mechanism in the post enrolment communication phase
- ✦ Could be used in innovate ways to provide a way of giving feedback on the issues related to enrolment/authentication

UIDAI Support Infrastructure

While the above mentioned media will provide a great amount of reach, there will still be areas where communication will not reach. Communication should thus definitely include plans to leverage the UIDAI support infrastructure that is eventually meant to reach each and every resident for enrolment. A high degree of planning and execution would be needed for this, along with coordination with third party agencies.

Mass direct contact campaigns with residents could be planned to educate them about AADHAAR. These include face-to-face meetings, house-to-house campaigns & jeep/van campaigns, that go from village to village. They cover common congregation points like haats, melas, village gatherings, bazaar areas as well as go from house to house to ensure a saturated coverage of a village.



HOW - COMMUNICATION CHANNELS THAT CAN BE USED

This effort will be particularly useful in the pre-enrolment awareness phase wherein consumers will be made aware of AADHAAR, and also about the process and documents required so that their enrolment process is smooth.

The infrastructure available can be divided into:

- Registrars and their Enrolment Agencies
- Government of India infrastructure
- Ministry of Information & Broadcasting



COMMUNICATION MIX

Each of the communication stages can use the vast array of communication levels in the following ways. The details of each of these levels are provided here:



1. Mass Awareness

Key Communication Task	Media Mix		Implementers
	Primary	Secondary	
Prepare the mind	Broadcast	Outdoor	Communication Agency for creative
			Research Agency for pre and post research
	Information	Entertainment	Media Planning and Buying Agency
			Media Audit Agency Public Relations firm

2.1, 2.2 Introducers & Registrars – Enrolment & Education

	Media Mix		Implementers
Key Communication Task	Primary	Secondary	
Prepare the mind	UIDAI Support Infrastructure	Information	Communication Agency for Education Material
	Inter-personal Communication		State and Local Government Registrars
			Public Relations agency



COMMUNICATION MIX

3.1 Pre-Enrolment Awareness

Key Communication Task	Media Mix		Implementers
	Primary	Secondary	
Mobilization & Enrolment	Broadcast		Government agencies like Field and Publicity Division
			Enrolment Agency
	Outdoor		Private Media Companies
			Individual Media Channels
	Inter-personal Communication		Influencer groups like SHG, Health Workers, ASHAs, Panchayats, Various Cooperatives, Retired Armed forces officials, Govt. officials
			Community Influencers e.g. local achievers across communities / gender / caste
	Information		Neighbourhood networks
			SHGs
	UIDAI Support Infrastructure		Migrant population
	Entertainment		Retailers
			Youth & Film Star Fan Clubs

3.2 Enrolment Awareness

Key Communication Task	Media Mix		Implementers
	Primary	Secondary	
Enrolment	Broadcast		State and Local Government Agencies
	Outdoor		Enrolment Agency
	Information		On the field Media Agencies
	Inter-personal Communication		Influencer groups like SHG, Health Workers, ASHA, Panchayat, Various Cooperatives, Retired Armed forces officials, Govt. officials
	UIDAI Support Infrastructure		Community Influencers e.g. local achievers across communities / gender / caste
			Neighbourhood networks, SHGs
	Entertainment		Telecom Companies, Post Offices, Call Centre



COMMUNICATION MIX

4. Authentication

	Media Mix		
Key Communication Task	Primary	Secondary	Implementers
Reassure & Amplify	Information	UIDAI Support Infrastructure	Communication Agency for creative
	Inter-personal Communication		Public Relations
			Influencers
			Post Offices, UIDAI Centers, Registrar Offices
			Call Centres



WHAT - MESSAGES TO BE COMMUNICATED

The primary objective of messaging will be to provoke a dialogue in the mind. The strategic approach to messaging will, therefore be to design messages appropriate to medium/vehicle selected. For example, any medium which allows for participation must carry interactive messages. Mediums that do not allow much participation and where scope for interaction is limited, such as newspapers, must carry complete messages.

A consumer's decision cycle to consume a product goes through multiple stages. The communication phases and needs that are targeted should be based on these stages to ensure maximum resonance with the consumer:

Since the time span within which the mind has to travel from **Knowledge to Action** is limited, exposure to multiple messages needs to be in quick succession if not simultaneous.

Language, Sounds and Symbols in Communication for AADHAAR

The responsibility for ensuring that the communication reaches the end consumer, and more importantly, is understood by the end consumer, lies with the AADHAAR

communication plan. Also, with low literacy levels and explosion of media, the need for standing out among the clutter and having a strong recall becomes more relevant. Hence, not only are the communication channels important, but it is equally important that the forms in which the message is received is easily understood and has a high degree of connect with the audience.



Consumer Decision Cycle



WHAT - MESSAGES TO BE COMMUNICATED

In this regard, the council recommends a strong understanding of the languages, sounds and symbols that can be associated with AADHAAR communication. These should have a key role during execution

Language

- The use of regional visuals, characters and environment in any campaign is important to ensure that residents in the state can identify with it. The council thus recommends that campaigns be created that are customized for the specific state, rather than dubbing the national English or Hindi campaigns
- Some states will necessitate the usage of multiple languages, and not just one regional language. While broadcast may not be customizable at that level, on the ground communication material (pamphlets, wall paintings, banners, hoardings) and print information should have multiple language options
- For internal communication and communication with ecosystem partners, the guidelines of the Government on the usage of national languages can be followed
- The use of a line that is short and catchy, and also effectively communicates the message is encouraged. This could incorporate the word 'AADHAAR' within itself

Sounds

Along with the brand name and logo, it is important to have a distinct sound for the AADHAAR campaign. The sound should be immediately identified and associated with AADHAAR.

The council suggests the sound can be created to mirror either of 2 things – it could have a distinctive association with being Indian; or it could have a strong association with the AADHAAR process. As an example

- The sound could be in the form of a piece with a distinctive Indian sound that does not need to be customized for each state
- Songs/poems that can be played at the stations



WHAT - MESSAGES TO BE COMMUNICATED

and, more importantly, imparted and is picked up by children quickly should be created. Children can then sing along and recite it at home as well

Symbols

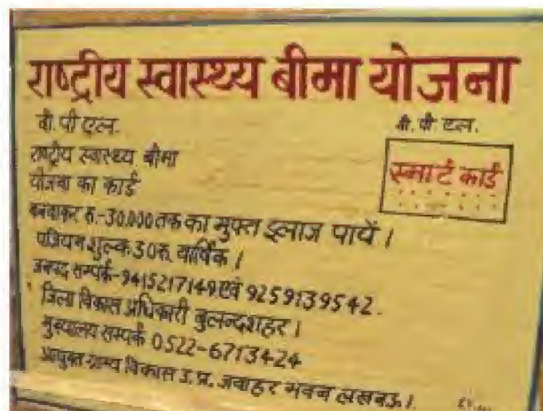
There has to be a strong association of symbols with AADHAAR as well. The brand logo and name are the strongest symbol that will represent AADHAAR. However, it is recommended to have some more symbols that can serve as an extension of the overall AADHAAR brand

- Some form of symbols and accessories associated with the stages of communication, particularly during enrolment. For e.g., the indelible ink on the finger is a strong association with having polled in elections. Similarly, houses in Bihar have symbols associated with participation in the Polio programme, education etc.
- Colours: The usage of all colour schemes for AADHAAR communication should derive from the brand logo scheme
- Distinctive apparel for the AADHAAR team can also be developed, on the lines of the yellow jacket of the Pulse Polio programme
- The use of a wide variety of symbols associated with local traditional performing arts is recommended. The advantage that these forms bring is a strong association of being distinctly Indian, yet having an equally strong association of the individual regions/districts

Messages

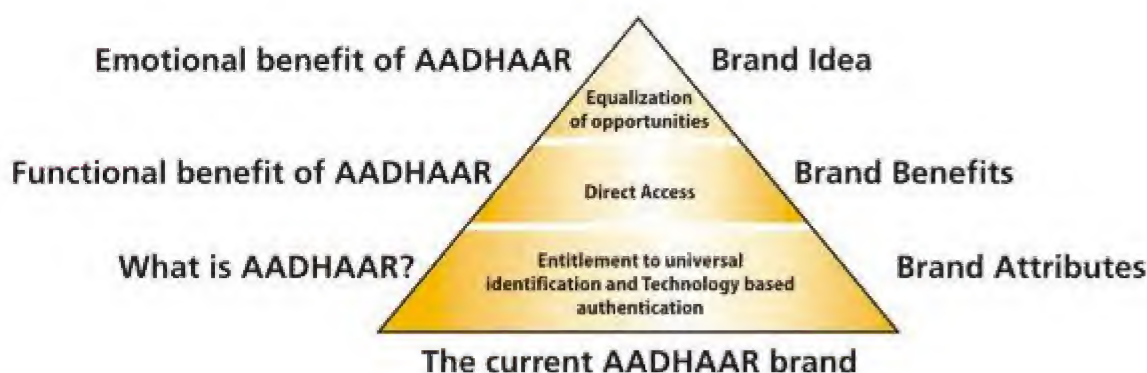
The messages that are conveyed through all the communication channels detailed are essentially palatable forms of the brand's value proposition. It is important that these messages be conveyed to the target segments keeping in mind the principles of languages, sounds and symbols.

While there are multiple messages suggested below, the following need to be kept in mind on which of them are finally used:



WHAT - MESSAGES TO BE COMMUNICATED

- Given the complexity of the product, multiple benefits will need to be elaborated separately to avoid confusion and clutter
- Multiple campaigns will need to be created for each of the most relevant set of messages
- Some messages will have greater resonance with certain segments and hence can be used selectively
- For the various phases of the communication process, multiple messages will have to be used based on relevance



Each of the value propositions can be converted into campaigns. It is important that these conversions are in the form of messages that are easily understood by the target segments.

Reassurances

While the above pyramid captures the key equity building blocks on which the AADHAAR brand should achieve differentiation, there could be other attributes like 'AADHAAR is easy to get', 'AADHAAR is easy to use', 'There are no risks in using AADHAAR', where the brand need not differentiate but still has to provide reassurance. These attributes acknowledge the implicit barriers and obstacles that AADHAAR needs to either sidestep or overcome.

Mental Barriers to Enrolment

Any communication can only be successful if the current barriers related to the product/service are fully understood.



WHAT - MESSAGES TO BE COMMUNICATED

- There is likely to be a level of mistrust and inertia, given the track record of Government programmes across time
- Many may just not believe that this could be useful to them, and hence may delay enrolment
- Providing one's thumbprint has a very strong connotation of attestation by an individual. To do so for AADHAAR, without fully understanding its meaning, may be a mental barrier for some to overcome
- People may perceive providing the data as something that makes them readily accessible for abuse by the Government
- Privacy concerns regarding the security and usage of the data
- Giving out personal information could be a barrier to some, though it is likely to be a smaller concern area

Need to Understand Consumer Mental Models

The rewards and risks as perceived by consumers are often different from that projected by the marketer. This is because the mental model assumed for communication is often different from the mental model of the consumer. The examples below show some interesting examples of behaviour caused by appropriate mental models:

- The immunization campaigns of early 1990s were targeting multiple diseases, of which most were life-threatening and polio was not. Realizing that the poor were less scared of death than they were of a life-long burden, the communication successfully focused on only polio as the point of entry, rather than talk of all diseases or one of the other diseases that could cause death
- Many urban Indians have a mistaken mental model of the simplicity of rural India, for example in how rural India approach technology. There are documented cases in rural UP of rural mobile traders having three cell phones. The idea is to take advantage of the differential tariffs of network operators – one cell phone to be used in the village, another for roaming within UP and the third for national roaming

These examples illustrate the need to research and understand the relevant mental models, as false assumptions can result in ineffective execution.



MEASURES FOR COMMUNICATION OBJECTIVES

For any communication plan, it is imperative to lay down clear metrics to measure the performance of the plan. These metrics should not just be qualitative, but also have a strong grounding in quantitative measures that can be clearly evaluated.

At a tactical level, there will be metrics for each of the communication phase, like coverage of the media, GRPs etc. for mass media. The council also recommends having broader measures that calculate the overall impact of the communication plan:

- Strength of the brand AADHAAR that has been created
- Enrolments
- Usage of AADHAAR

While there may be multiple factors that affect enrolments (registrars, technology, districts chosen etc.) and usage (authentication agencies, connectivity etc.), the metrics need to be in line with the overall AADHAAR deployment plan.

Enrolments

This represents the number of successful AADHAAR numbers issued to the population, and should be in line with the enrolment schedule as aligned with the registrars.

Given the focus segments, there should be a specific set of measures for them, as well as other breaks to ensure the communication and enrolment has reached everyone, making AADHAAR truly inclusive.

Strength of the Brand

The communication efforts should focus on the creation of a trusted, enduring brand that is built over time across a large number of interactions and a wide variety of situations. This strength can be gauged based on what the awareness about AADHAAR and is on the understanding of what AADHAAR stands for.

Understanding What AADHAAR Stands For

The measures here could be the Top of the Mind Recall, Unaided Recall and Aided Recall of the top benefits that AADHAAR offers. The benchmarks for these measures will need to be different for each of the benefits given that some benefits will kick in only as people start using AADHAAR in their transactions. This may be a longer process considering the requirement of systems to be set up at the Authentication points.



MEASURES FOR COMMUNICATION OBJECTIVES

An example could be the following (for illustrative purposes only)

	Year		
	2011	2013	2015
Uniqueness	60%	75%	90%
Authentication using technology	30%	50%	65%

% unaided recall among all aware of AADHAAR

Additionally, choosing the representative population for the studies should have an over-quota for the focus segments. Given the special needs, the benchmarks could be different for different focus segments.

Brand Equity

Measuring the equity of the brand AADHAAR in the traditional ways will be a challenge considering the uniqueness of this product. Hence, innovative and surrogate measures will need to be applied for calculating the equivalent of a brand equity score.

The benchmarking of the equity will also be a challenge due to the lack of any other such product in its category. In such cases, options that could be considered would be to benchmark it against other social welfare programmes, or the registrars like LIC etc.

Over time, the benchmarking of AADHAAR's equity can be done with itself as data across multiple time intervals is made available.

Usage

The full power of AADHAAR will become obvious to residents once they begin regular usage of AADHAAR in daily life in multiple applications like banking, education, health, PDS, taxes, direct benefit transfers etc.

Hence there will be two broad set of metrics that will be desired for usage:

MEASURES FOR COMMUNICATION OBJECTIVES

- Authentication – How many times does a consumer use AADHAAR for authentication purposes?
- Applications – The number of applications, and consequently the universality, of usage of AADHAAR

Review Mechanism

Being able to successfully deploy metric based system will require the followings for UIDAI:

- Aligning beforehand the set of metrics to be used with all stakeholders
- Setting in place business intelligence and analytics modules within the enrolment and authentication data capture so as to extract the metrics data
- Having a pre-defined research plan that captures data at a regional level as the activity is completed and another research activity that captures it at a national level
- A review mechanism, where data is collected and provided to all the key stakeholders, who can review the same

Why a learning agenda for UIDAI?

Demand led programme rather than mandatory enrolment

Since the Authority has decided to adopt a demand-led programme, the success of the programme would depend on how best the demand can be generated and it would entail learning in several areas as outlined below, though not limited to these:

- Meaning of “identity”, nuances of “identity” and associated constructs of “identity”
- Differences in meaning, nuances and associated constructs of “identity” across different social classes and communities
- Perception and meaningfulness of AADHAAR offering
- Comparative attraction of the emotional payoff of “identity” versus rational traction of economic benefits enabled by AADHAAR
- Drivers of and barriers to adoption of AADHAAR at the pilot stage, and indeed during the entire AADHAAR enrolment period
- Identification of key influencers and differences in relative importance of different influencers by social class, community, gender and nature of earning livelihood
- Perception of key influencers and their enthusiasm, indifference and opposition to AADHAAR programme and reasons for the same

Intangible, complex offering

Unlike tangible products and offerings which offer clearly defined benefits linked to product/service attributes, AADHAAR number offering of “identity” and enabler of other benefits is less tangible and more to be defined by the receiver of communication/offering.

The benefits promised by AADHAAR being mostly intangible, these will be determined by the social and economic context of the receiver. Thus the most meaningful benefit of AADHAAR card may well vary across types of recipients and this will require specific learning.

Unraveling the meaning of the offering and how this construct will get comprehended in the minds of recipients will necessitate a clearly charted out learning agenda.

Family planning and inoculation are other social programmes which may appear



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similar to AADHAAR. However, AADHAAR offering of “identity” and enabling access is more complex and this additional complexity will imply a more comprehensive learning of different facets of AADHAAR offer, in order to drive the success of AADHAAR programme.

Adoption process dependent on trade-off of benefits with apprehended risks

As the AADHAAR communication and offer unfolds, a learning mechanism can help to assess all the perceived benefits, apprehended risks and the manner how these are traded off by potential recipients of AADHAAR.

To reduce probability of failure

Given the scenario outlined in the earlier point, there is a need to be conscious of possible disruption of AADHAAR adoption and to do so, the factors that could disrupt AADHAAR adoption should be sensed early so they can be acted upon.

This will require a very unique element in our learning agenda.

Proactive rather than reactive learning a must to deliver UIDAI enrolment goals

It is the ambition of our enrolment target, that demands an explicit and proactive learning programme by UIDAI, rather than ‘learning by doing’.

What should we be learning?

All learnings should be undertaken **only** if they have a direct linkage to UIDAI goals. All other learnings, no matter how tempting they may appear, must be subjugated to a goal-linked learning programme.

The learning programme should be dovetailed into the activity programme of UIDAI. All learning should be derived from what will help drive the activity-in-charge to discharge his/her set of activities more efficiently so as to meet the goals of the respective phase of UIDAI.



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Well before AADHAAR offer reaches its recipients, AADHAAR communication will have to be designed, produced and released through appropriate media channels to reach the potential recipients of the AADHAAR offer.

Selection of the key proposition, best trigger for adoption of the key proposition, performance of alternative creative executions will require a whole lot of learning before and during the Pilot phase. Communication option creation, evaluation and dissemination will necessitate learning in specific areas, some examples of which are provided below:

- Is “Identity” a sufficient motivator for adoption of AADHAAR offer – or does it have to be bundled with its enabling capabilities for different associated economic benefits?
- Are there segments where “Identity” alone is sufficiently powerful to generate adoption commensurate with our targets?
- What are the real-life concerns of people where **not** having an “Identity” is somewhat irritating versus quite frustrating versus even somewhat demeaning?
- What specific State recognitions of AADHAAR number reinforce “Identity” proposition most powerfully?
- How do people respond to different creative executions of AADHAAR communication based on the learning drawn in response to questions just outlined?
- Assessment of different influencers, and media possibilities on reach, credibility, accessibility, persuasiveness and call for action of a possible AADHAAR message
- Post-release assessment of the campaign and its different elements on comprehension, relevance, believability, persuasive ability and conversion to AADHAAR

In addition to UIDAI communication campaigns, several actions of the Authority, its registrar partners and their enrolment agencies will affect the adoption of AADHAAR offer. As the programme get enrolled, different registrars may use different persuasions, add-on propositions and enrolment process improvements. These along with even inadvertent differences in enrolment process flow, behaviour differences of contact persons from the registrar at pre-enrolment and during enrolment may lead to differences – sometime sizable – in enrolment response rates.



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Apart from the action of the Authority, its registrars and their agencies, behaviour of local community leaders and that of representatives of government departments may impact the enrolment levels for AADHAAR.

We would need to put a specific learning module in place to sense such cross- currents and their impact on AADHAAR perception and intention-to-enrol among potential AADHAAR beneficiaries.

As AADHAAR programme advances from Pilot phase to national roll-out, the enrolment targets, issues and, therefore, learning agenda will have to evolve to be in line with goals of the programme at the respective stage. The product itself may evolve – at least, in terms of the benefits it may enable – as we move from Pilot phase to National Roll-out phase.

This must also be reflected in the learning agenda which is fine tuned to requirements and the programme goals of each phase.

What are the specific learning goals?

Learning goals can be broken down by the following phase-wise learning goals:

Pre-Pilot Phase

- Understanding notions and constructs surrounding “Identity”:
 - ✦ Meaning of “identity”
 - ✦ Nuances of “identity” and associated constructs of “identity”
 - ✦ Differences in meaning, nuances and associated constructs of “identity” across different social classes and communities
 - ✦ Real-life concerns of people where NOT having an “identity” is somewhat irritating versus quite frustrating versus even somewhat demeaning
- Identifying and understanding potential influencers:
 - ✦ Identification of key influencers – by identifying individuals who are considered knowledgeable and whose opinion is/was considered valuable and trustworthy
 - ✦ Evidence from previous adoptions of similar offerings. For e.g. family planning, NREGA enrolment, bank account
 - ✦ Understanding differences in relative importance of different influencers by



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social class, community, gender, urban/rural and nature of earning livelihood and by product/service consulted for.

- Identifying and assessing alternative media channels for communication of AADHAAR offer
 - ✦ Assessment of media channels on reach, credibility, accessibility, persuasiveness and call for action of a possible AADHAAR message and other similar messages
 - ✦ Understanding differences in media channels by social class, community, gender, urban/rural and nature of earning livelihood
- Response to AADHAAR offering
 - ✦ Is “Identity” a sufficient motivator for adoption of AADHAAR offer – or does it have to be bundled with its enabling capabilities for different associated economic benefits
 - ✦ Are there segments where “identity” alone is sufficiently powerful to generate adoption commensurate with our targets
 - ✦ Perception and meaningfulness of AADHAAR offering
 - ✦ Comparative attraction of the emotional payoff of “identity” versus rational traction of economic benefits enabled by AADHAAR
 - ✦ What specific state recognitions of AADHAAR reinforce “identity” proposition most powerfully
- Communication Option Evaluation Learning
 - ✦ How do people respond to alternative creative executions of UID developed communication
 - ✦ Assessment of alternative creative executions on
 - Relevance
 - Persuasive ability
 - Action – Will ask Gram Pradhan/others about more details/ Will tell others about it/Will enroll

Pilot Phase

- UID Adoption Process Learning – Response to AADHAAR



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- + Drivers of adoption, indifference and rejection of AADHAAR offer at the pilot stage
- + Identification of key influencers and differences in relative importance of different influencers by social class, community, gender and nature of earning livelihood, as evident during Pilot phase
- + Perception of key influencers and their enthusiasm, indifference and opposition to AADHAAR programme and reasons for the same
- + Post-release assessment of the campaign and its different elements on comprehension, relevance, believability, persuasive ability and conversion to AADHAAR
- AADHAAR Adoption Process Learning - Understand catalysts and barriers to evolve strategies to contain barriers and enhance catalyst performance
 - + Understand from adoptors – what influences made them go for enrolment
 - + Understand from rejectors – whether they received any communication from any source which made them apprehensive about AADHAAR
 - + Understand from different sub-groups of AADHAAR Target Groups all that they have gathered about AADHAAR offering and classification of influences as catalysts versus dampeners and by intensity of their impact on potential TG

National Rollout

Virtually all learning goals at Pilot phase will also be valid at subsequent roll-outs.

However, since state-wise registrars will differ in terms of the local promotions, economic benefits bundled, media channels used and enrolment process; a monthly assessment of state-wise enrolment rates in relation to resources deployed and learnings on what is driving better than average success and what explains less-than-average success will help us speed up the enrolment process continuously.

How to do this learning?

Given the ambitious timeframe for enrolments, it is imperative that learning issues are identified before undertaking each activity rather than leave it for the success or failure of the activity.

It is proposed that there should be a learning programme engineered to enhance the



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effectiveness of key activities driving enrolment at each phase and this learning programme should be drawn up and approved by UIDAI, prior to commencement of each phase, so that the learning are relevant to and congruent with the activity schedule of each phase.

The best way to ensure learning would be to give it significant importance as compared to achievement of enrolment goals. Indeed, in earlier phases – specifically the Pilot phase – learning focused sharply on enhancing enrolments may have a bigger multiplier impact on the success of the overall programme than achievement of the enrolment goals in first few villages.

The pilot phase is likely to be the learning laboratory for sharpening the AADHAAR communication options. The focus of learning could be about the construction of the AADHAAR offer, the most persuasive elements of this offer, the relative effectiveness of different channels to add credibility and immediacy to the offer, and the ability of communication to give an impetus to enrolment for AADHAAR.

Our recommendation is that senior UIDAI resources closely associated with pre-Pilot phase of Awareness and Communication should be given the overall responsibility of managing the learning agenda at UIDAI.

What will the learning agenda entail?

The UIDAI learning programme will comprise of both, an understanding and evolution of the construct of “identity” and an understanding of how different elements of our communication package and enrolment process – individually and collectively deliver this construct in a fulfilling manner.

Typically most consumer focused organizations spend 0.5 -1% of their budget on consumer and market knowledge. Given the fact that AADHAAR as a product is not very tangible and is likely to evolve as the programme unfolds, the learning costs may be on the higher side and closer to 1% rather than to 0.5% of overall programme cost.

However, the most critical resource for our learning programme will be the talent resources and their mix, which will be necessary to do justice to a learning programme of significant complexity. Inappropriate talent may well trivialize the learning results.

We see a mix of three different activities and corresponding talent pools, housed within UIDAI or outsourced, for successful completion of each activity:



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➤ **Data Collection and Data Capture**

Every single interaction of potential AADHAAR beneficiaries with AADHAAR communication, enrolment agency and final product will present us a learning opportunity. Some of these may lend themselves to automatic data capture. This has to be done by using technology and the AADHAAR technology team and registrar technology teams may be able to meet the technological challenge of data capture.

Most of the data collection can also be outsourced to competent data gathering agencies with due Quality Control checks to be exercised by UIDAI learning team.

➤ **Data storage, indexing, organization along with easy retrieval**

This too, can be outsourced to specialist e-learning companies, who will design the system to specifications given by the learning management team of UIDAI

➤ **Interpretation for management action**

This will require the most critical talent. The team should be led by a person of great depth of knowledge of market research, media and communication. The team could comprise three-four members with an analytical mindset.

For such an effort, an agency may be required which can commit resources with the right skill set to design such a complex learning programme and interpret diverse strands of data to arrive at management action.

The most critical requirements would be continued committed time of senior UIDAI officials to the learning agenda and the AADHAAR learning programme leader.



PARTNERS FOR EXECUTING THE COMMUNICATION STRATEGY

As detailed in the document, UIDAI will need to partner with multiple agencies to be able to successfully execute its Communication Strategy. Below is a summary of some of these partners, and what the UIDAI should look as pre-requisites to make a choice:

Partners – National

- Advertising Agency
- Media Agency for Mass Media
- Market Research Agencies
- Public Relations
- Call Centres – Grievance Redressal mechanism

The vendors that are chosen for these are the critical partners, who will contribute in a big way to the planning and execution and need to be on-board from the beginning. They will need to have:

- Strong balance sheets to be able to manage an exercise of this scale
- Strong regional presence, in the form of branch offices in multiple states
- Relevant past experience in managing social welfare campaigns
- Experience in working with the Government of India
- Willingness to provide a value-based costing keeping in mind the national importance of the project
- Be able to provide a dedicated team consisting of senior and experience personnel for this project
- Strong examples of innovation in execution

Partners – Regional

- Regional advertising agencies, based out of the capital or major towns of the states. These would be engaged mostly for execution level work. They are helpful since they usually understand the key hot-spots within the state/cities to get maximum visibility.
 - + These agencies typically provide a lot of flexibility for on-ground support
- Local printing and deployment agencies, who can help to create the pamphlets, banners, posters etc., and be able to deliver it to the communication touch points and/or enrolment station locations



PARTNERS FOR EXECUTING THE COMMUNICATION STRATEGY

- Government bodies like the Directorate of Field Publicity, which can provide on-ground communication support
- Regional NGOs, that can help spread the word, contribute to the communication, and provide partners for the influencers



RESEARCH REQUIREMENTS

A large amount of research would be required in the planning stage, as well as on an ongoing basis, to make sure the strategy is on track. The data required would include:

Primary Data

The primary data would be collected by the UIDAI Market Research agency, specifically for the purpose of AADHAAR. These would include:

➤ **Quantitative Studies**

- ✦ These are typically studies done over a few hundred/thousand sample sizes of the population, and are administered using a standard questionnaire
- ✦ These include studies on the needs, attitudes, behaviour and profile of the consumers to help understand how to structure the product and its communication better for them. These would typically be detailed studies, spanning a few thousand population, and be conducted once in a few years
- ✦ Another set of studies on the strength of the brand and its usage would also be required. These would be dip-stick studies, conducted at regular intervals (could be as frequently as weekly/monthly) to understand the awareness, recall, understanding and equity of the brand
- ✦ Studies on the impact of the communication and media on the brand's equity and enrolment

➤ **Qualitative Studies**

- ✦ These are in-depth studies, conducted using a trained moderator, and covering small groups of people or individuals. These are more unstructured in nature, and are used to understand the nuances of the target segments
- ✦ Focus group discussions (FGDs) could be conducted. They need to be done across rural and urban India
- ✦ In-depth interviews

Secondary Data

Secondary data is typically pre-existing data that has been created by third party agencies. These typically help supply a lot of information on numbers related to market size, consumption pattern etc.

- Household Panel Data – Nielsen, IMRB

RESEARCH REQUIREMENTS

- Census, NCAER, IRS/NRS
- CMIE consumer pyramid, Indicus Analytics
- Media Tracking Data

Analytics

Once communication and enrolment starts, there will be no dearth of data coming into the UIDAI system. What is critical is to have a clear analytics plan, to help bring this data to life, and create insights that each stakeholder can use to the course correct.

The analytics module described in the feedback loop in the section on Metrics will be based on internal data available from the system. There will also be a need to analyze the primary and secondary market research data, and to create further insights. The analysis should use the latest statistical techniques. Some examples could be analysis of drivers of enrolment, validation of the segment behaviour, etc.

APPENDIX

About the Brand Logo and Name

The brand name and logo for the unique numbers to be issued by the UIDAI have been developed keeping the transformational potential of AADHAAR in mind. Together, they communicate the essence and spirit of the UIDAI's mandate to people across the country.

The Name for the Number to be Issued by UIDAI

The UIDAI's mandate is to provide every Indian resident a unique identification number linked to the resident's demographic and biometric information, which they can use to identify themselves anywhere in India, and to access a host of benefits and services. The number (referred to until now as the 'UID') has been named **AADHAAR**, which translates into 'foundation', or 'support'.

This word is present across most Indian languages and can therefore be used in branding and communication of the UIDAI programme across the country.

The name '**AADHAAR**' communicates the fundamental role of the number issued by the UIDAI: the number as a **universal identity infrastructure, a foundation over which public and private agencies can build services and applications that benefit residents across India.**

AADHAAR's guarantee of uniqueness and centralized online identity verification would be the basis for building these multiple services and applications, and facilitating greater connectivity to markets. **AADHAAR** would also give any resident the ability to access these services and resources, anytime, anywhere in the country.

AADHAAR can for example, provide the identity infrastructure for ensuring financial inclusion across the country – banks can link the unique number to a bank account for every resident, and use the online identity authentication to allow residents to access the account from anywhere in the country.

AADHAAR would also be a foundation for the effective enforcement of individual rights. A clear registration and recognition of the individual's identity with the state is necessary to implement their rights – to employment, education, food, etc. UIDAI, by ensuring such registration and recognition of individuals, would help the state deliver these rights.



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The logo design for the number helps reinforce the message of AADHAAR – a universal foundation.

The Logo for the Number to be Issued by the UIDAI

The criteria for the UIDAI in deciding the logo was:

- It should bring out the essence of UIDAI's purpose and goals
- It should communicate that the number is a transformational opportunity for individuals across the country, and it will equalize access to services and resources for the poor



The logo should be one that can be easily understood and communicated across the country.

The above design, which has been selected as the logo for **AADHAAR**, is a sun in red and yellow, with a fingerprint traced across its centre.

The logo effectively communicates the vision for **AADHAAR**. **It represents a new dawn of equal opportunity for each individual, a dawn that emerges from the unique identity that the number guarantees for each individual.**

AADHAAR's potential is represented by the sun in the design. **The sun symbolizes a promise that shines on all residents equally** – the number would enable access to services and resources for everyone, including people who have long been at disadvantage, such as marginal groups, migrants, and women and children.

The fingerprint within the sun indicates that the promise of AADHAAR stems from its



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uniqueness. The positive changes enabled by AADHAAR, emerge from the ability of residents to clearly prove their own unique identity through the number.

The number will, for example, allow individuals to confirm through AADHAAR-linked biometric verification, if the services that were targeted for them actually reached them; it will also enable the government to confirm eligibility of beneficiaries for welfare services.



The combination of the sun and the fingerprint thus represents a positive transformation in the life of each individual in India; the core of this transformation is the link that connects AADHAAR has to each individual's biometrics.

The idea of 'light' within the logo also communicates an important vision of the UIDAI – that AADHAAR's uniqueness in identity verification would allow governments to implement greater transparency in welfare programmes, bringing more light into the delivery of services and resources.



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This idea of light can also be used to communicate another core promise of AADHAAR – that with this number, the poor will no longer be invisible to the state. AADHAAR would throw light on, and recognize the existence of each poor individual, by registering their identities with the government. This will be critical to recognizing and enforcing the rights of the poor – their right to work, right to education, right to healthcare, etc. in the country.

The red and yellow colours of the logo, representing the shades of the sun, are also festive Indian colours. They would help incorporate the logo easily into local Indian art forms and styles, and will draw attention when painted on village walls and distributed on leaflets.

